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# DOWNTOWN GROWTH MANAGEMENT PROGRAM

San Francisco, California.





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DOWNTOWN GROWTH MANAGEMENT PROGRAM

San Francisco, California

Sponsored by the San Francisco Chamber of Commerce

Prepared by  
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October 1979





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## NEED FOR A DOWNTOWN GROWTH MANAGEMENT PROGRAM

As the scale and intensity of downtown development increases, there is a need for a growth management program which addresses the problems associated with growth. This document affords the Downtown Business Community the opportunity to put forth an organized program that deals with downtown growth in an enlightened and positive manner. The Report acknowledges the fact that additional growth will bring problems which must be addressed, and that new development needs to be increasingly sensitive to surrounding conditions. A growth management program which guides and directs growth in a more responsible manner is recommended, so as to:

- Encourage better building design.
- Encourage the preservation of landmark buildings.
- Improve the pedestrian environment.
- Ensure adequate space to accommodate growth.
- Preserve views and view corridors.
- Minimize shadow and wind effects.
- Allow for flexibility in development.
- Encourage the use of public transit and high occupancy vehicles.
- Provide adequate financial support for required public services.

The present development regulations and the high rise initiative on the November 1979 ballot do not adequately address these concerns.

The proposed Growth Management Program outlined in Section III consists of four components: (1) urban design considerations, (2) preservation of designated historic and architecturally significant

buildings, (3) mandatory Design Review, and (4) transportation recommendations. The report provides the Downtown Business Community a basis for unified action in seeking solutions to the problems associated with downtown development.

Due to the time constraints within which this report was prepared, specific recommendations may need to be modified following detailed design studies. The general concepts, however, offer reasonable and practical solutions to the problems associated with high rise office development.



1: PERCEIVED PROBLEMS & ISSUES ASSOCIATED WITH HIGH RISE DEVELOPMENT.





## THE FUNCTION OF DOWNTOWN SAN FRANCISCO

Historically, San Francisco has served as the primary economic center in Northern California for the distribution of goods and the performance of financial and business services. Although San Francisco remains a major wholesale center, holding around 39 percent of the Bay Area's wholesale trade employment, the city's commercial dominance has continued through vigorous growth in the financial, insurance, real estate (F.I.R.E.) and professional, business, health, educational, and hotel service sectors (see Table 1-1). Between 1953 and 1979, F.I.R.E. and service sector employment combined grew by 145 percent, increasing their percentage of the city's total employment in the process. These two sectors together represent around 41 percent of the total employment in San Francisco.

During recent decades, an important shift has been occurring in San Francisco's economic base. Blue collar employment in wholesaling, construction, manufacturing, and retail trade has declined in importance, while office-related employment has increased. Today, downtown San Francisco serves as a regional headquarters for financial, administrative, corporate, and professional offices with finance, insurance, real estate and service sector employment providing the basis for city growth. Various employment projections indicate that the city's economic base will continue to shift toward office-related commercial activities. Employment expansion in general will occur as a result of San Francisco capitalizing on its strengths in finance, insurance, real estate, business, professional, health, educational, and hotel services. The majority of these new jobs will be located in downtown offices. The SPUR High

Rise Study\* estimated that approximately 41-46 percent of the projected total city employment would be office jobs located in the downtown area.

## THE GROWTH OF HIGHRISE BUILDINGS

Since the mid-1800's, downtown San Francisco has had a defined office district which has grown in wavelike fashion through the years in response to national and regional economic trends. Office space demand since World War II is primarily related to the city's changing economic base and the corresponding employment growth in office-related activities. The tremendous growth of office-related employment in recent years has been accompanied by a boom in highrise office buildings (see Table 1-2). At present there is approximately 55 million gross square feet of downtown office space. New construction currently in the planning stages would add another 5.6 million square feet downtown by 1983.

The trend in downtown office construction has been toward larger and taller buildings (see Table 1-3), partly in response to improved technology and high land costs. Between 1945 and 1960 office buildings averaged 13 stories and 195,000 gross square feet. During the ten-year period from 1961 - 1970, twenty-three highrise office buildings were built, averaging 25 stories and 513,000 gross square feet. The new office buildings constructed since 1970, average 30 stories and 679,000 gross square feet. While economic growth is generally desirable, the size, number, location, and design of high rise office buildings has become an important public concern.

\* San Francisco Planning and Urban Research Association, Impact of Intensive High Rise Development on San Francisco, June 1975.





TABLE 1-1:

## CHANGES IN SAN FRANCISCO'S ECONOMIC BASE

<u>SIC CODE</u>	<u>SECTOR</u>	<u>Number of People Employed</u>			
		<u>1953</u>	<u>1972</u>	<u>1979</u>	<u>2000</u>
1-14	Resource Industries	N/A	700	1,400	N/A
15-17	Construction	24,024	17,700	20,400	24,500
20-39	Manufacturing	69,479	48,600	47,600	47,500
40-49	Transportation/Utilities	16,789	53,100	48,400	34,000
50-51	Wholesale Trade	49,249	36,200	38,800	31,000
52-59	Retail Trade	60,269	53,400	66,100	64,000
60-67	F.I.R.E.	40,522	63,500	81,400	95,000
70-89	Services	48,299	97,300	136,100	171,500
91-97	Government	N/A	84,900	88,100	140,500
<u>TOTAL</u>	<u>EMPLOYMENT</u>	<u>308,631</u>	<u>455,400</u>	<u>528,300</u>	<u>607,500</u>

Source: U.S. Department of Commerce, County Business Patterns, 1953

California Employment Development Department, Wage and Salary Employment, 1972-1977

San Francisco Department of City Planning, Commercial and Industrial Trends



TABLE 1-2:

## GROWTH OF DOWNTOWN OFFICE SPACE IN BUILDINGS OVER 10 STORIES

<u>PERIOD</u>	<u>GROSS SQUARE FEET</u>	<u>ANNUAL AVERAGE</u>
1945-1960	3,767,000	251,133
1961-1970	11,303,000	1,130,300
1971-1978	12,380,000	1,547,500
Planned (1979-1983)	5,600,000	1,120,000

Source: Major Office Buildings Constructed in Downtown San Francisco, 1945-1978  
San Francisco Department of City Planning

TABLE 1-3:

## GROWTH OF HIGH RISE BUILDINGS SINCE 1945

<u>NUMBER OF STORIES</u>	<u>1945-1960</u>	<u>1961-1970</u>	<u>1971-1978</u>	<u>PLANNED 1979-1983</u>	<u>Total</u>
10-20	12	6	12	2	32
21-30	3	10	4	3	20
31-40	0	4	12	2	18
41-plus	0	3	2	3	8
TOTAL	15	23	30	10	78

Source: Major Office Buildings Constructed in Downtown San Francisco 1945-1978.  
San Francisco Department of City Planning.





## PERCEIVED PROBLEMS ASSOCIATED WITH HIGHRISE BUILDINGS

There is a general perception that highrise buildings are partially or wholly responsible for a variety of problems that detract from the quality of life in San Francisco, including increased traffic and transit congestion, loss of historical and architectural resources, environmental changes (i.e. obstruction of views, reduced sunlight on streets and plazas, increased wind velocity, loss of human scale and pedestrian amenities), an increase in demand and financial strain on already overburdened public services (i.e. police, fire, sewerage, transit), and the generation of additional pressure on a limited housing stock. It is the intent of this section to ascertain the validity of these perceptions and to determine the source of particular problems.

A review of existing studies, environmental impact reports and other pertinent data suggests that in most cases, individual high rise buildings have an insignificant impact, but the cumulative effect of downtown growth eventually leads to changes which are considered undesirable by many people. The SPUR High Rise Report, which is the most comprehensive study of downtown growth to date, concluded that while downtown office growth provided a net economic benefit to the city, there are many negative impacts associated with growth which should be mitigated, including changes in the pedestrian and aesthetic environment and the increased cost of traffic and transit congestion.

While public attention tends to focus on building height, the perceived problems associated with downtown development are related more to building bulk, the intensity of development and the total amount of growth that needs to be accommodated. The following represents a brief review of our findings.

### A. Increased Transportation Congestion

One of the major problems frequently associated with highrise buildings is increased traffic and transit congestion during the commute hours. It is generally agreed that there is a direct relationship between continued downtown employment growth and increasing financial and capacity strain on the present transportation system.

Exact and realistic numbers in relation to downtown trips are not available. The most accurate figures were developed by the 1970 census, but much has happened in the meantime. Estimates by the State Employment Development Department and others indicate that San Francisco provides about 525,000 total jobs citywide at the present time. Approximately, one-half of the total jobs (250,000) are located in the downtown area bounded by Broadway, Van Ness Avenue, Howard Street, and the Bay. The SPUR Highrise Study estimates an additional 120,000 - 165,000 workers in the downtown area by 1990. Almost 60 percent of the total number of jobs in San Francisco are held by city residents, and 40 percent by commuters, as shown in Table 1-4. This split is for all jobs. The SPUR High Rise Study and other surveys indicate that a higher percentage of the office jobs go to commuters.

Comparison of various surveys between 1970 and 1978 suggest that around 50-55 percent of the 250,000 people working downtown get to work by public transit, while 20 percent drive alone and another 20 percent car/vanpool, or are dropped off. Based on these various surveys, and allowing for the recent increase in carpooling, we estimate the present transportation situation to be:



TABLE 1-4:

## GEOGRAPHICAL ORIGIN OF DOWNTOWN WORKERS

<u>RESIDENTIAL LOCATION</u>	<u>1970 CENSUS</u>	<u>1978 CIVIC CENTER TSM SURVEY</u>
San Francisco	59.2	58.0
East Bay	16.9	20.0
North Bay	9.4	8.0
South Bay	14.5	14.0

TABLE 1-5:

## MODAL SPLIT

<u>MODE</u>	<u>1970 CENSUS S.F. RESIDENT ONLY</u>	<u>1975 SPUR REPORT</u>	<u>1977 MTC/BART SURVEY</u>	<u>1978 CIVIC CENTER TSM SURVEY</u>	<u>APPROXIMATION</u>
drive alone	29.0	22.0	25	21.6	20%
pool		73.0	13	19.1	20
transit	57.0		52.1	53.1	50-55
other	14.0	5.0	10.1	6.2	5-10





	<u>MODE</u>	<u>PERCENT</u>	<u>NUMBER</u>
1.	drive alone	20	50,000
2.	pool or drop-off	20	50,000
3.	transit	50-55	125,000-137,500
4.	walk/other	5-10	12,500- 25,000
		<u>100%</u>	<u>250,000</u>

These estimates seem to agree with what is available from actual counts by public transit operators and the various bridges and highways.

The capacity of the various transit systems and bridges seems to be operating at "full" throughout most of the peak commute period (6-9 a.m. and 4-6 p.m.). Capacity is usually calculated as 1.5 times seats on BART and MUNI, and 1.0 times seats on Golden Gate, AC Transit and Southern Pacific. The 1977 Metropolitan Transportation Commission (MTC) workplace survey indicated that 71 percent of the downtown workers arrived at work between 8 and 9:15 a.m. This suggests that seats are available on transit and that freeway and bridge capacity is available earlier in the peak period. This fact can be verified by causal observation. To accommodate the projected increase in demand for transportation, people must be able to start work earlier and transit capacity expanded by adding vehicles and operators. However, there does not appear to be any significant increase in public funds available for expanded transit operations.

All public transit systems in the region operate on the basis of a combination of fare revenue and a variety of tax supports. Given the present tax situation, they are faced with fiscal problems just keeping up with inflation and diesel fuel costs; adding more vehicles

and drivers does not seem to be a realistic option at this time.

Present auto use is governed to a large extent by available parking. A 1975 City of San Francisco Study showed 65,000 off-street spaces available in the greater downtown area, over 90 percent occupied. Due to recent construction in the Yerba Buena and downtown area, it is reasonable to assume no net increase in downtown parking since 1975. There are also 8,000 on-street spaces in the area, the great majority of them metered or controlled for short-term or commercial use. It appears, with no actual figures to verify, that traffic on city streets has not increased appreciably in the past several years.

With additional growth downtown there will be an increased demand on the transportation system and increased traffic and transit congestion unless adequate steps are taken to address this problem. It is unrealistic to assume that the 60/40 split will continue, since there will likely be no new long-term parking available, and no freeway or bridge capacity increases. Therefore, it is more realistic to assume that more commuters will be coming into downtown by public transit and by ride-sharing.

However, given the present congestion and severe financial strain presently placed on the various public transit operators, the following seem the most reasonable conclusions:

1. the transportation system should handle the increase by making more efficient use of present resources, in a low-cost manner;



2. flex-time should be promoted and expanded among major downtown employers;
3. ride-sharing efforts should be promoted and expanded;
4. the use of articulated streetcars, buses and trolley coaches, which can handle up to 50 percent more passengers per vehicle, should be encouraged; and
5. the downtown business community should assume increased financial responsibility for improving the rush-hour transportation situation.

#### B. Loss of Landmark Buildings

There has been much public controversy over the demolition of older buildings in the downtown area. A major factor in the dispute concerns (1) the definition of historical or architecturally significant buildings, and (2) the lack of a comprehensive, objective study that identifies all the buildings which the city considers worthy of preservation. Several surveys, with no official status, have been conducted using various methodologies and evaluation criteria. These surveys include:

- A. The San Francisco Department of City Planning's 1976 Architectural Inventory -- which included a citywide parcel-by-parcel survey and rating of the architectural character of each building; and
- B. The Foundation for San Francisco's Architectural Heritage's forthcoming publication titled Splendid Survivors: San Francisco's Downtown Architectural Heritage -- which was a comprehensive study of downtown buildings.

The only list of buildings officially recognized by the city are Landmarks designated by the Board of Supervisors. This is not a comprehensive list of the historical and architecturally significant buildings downtown, plus the process involved in designating landmarks occurs on an ad hoc basis and is subject to political influence. Considering this, no official city designated landmark has ever been demolished. A number of buildings listed on the above surveys have been demolished or are threatened by demolition. As new construction has occurred downtown, a number of older buildings inevitably have been demolished. Whether some of them should have been saved is the subject of much debate. To avoid future controversy, an official list should be established which identifies the buildings that are of historical or architectural importance to the city and a mechanism developed to encourage their preservation.

#### C. Urban Design and Environmental Changes

There is a general perception that tall buildings are responsible for the obstruction of views, reduced sunlight on streets and plazas, increased wind velocities, and the general deterioration of the pedestrian environment.

High rise buildings per se, however, are not the problem as various studies seem to indicate. For example, the SPUR Highrise Study points out that while highrise buildings obstruct some views, they also have created new ones so that there has been an overall net gain. The study went on to say that, "the density of building development exerts a more important influence on whether there is an overall net gain or loss of views than does





building height". If the obstruction of views is to be minimized, building bulk should to be reduced, especially at upper floors, with adequate spacing between building towers.

The density of development is also a major factor affecting the amount of sunlight on the street. The McCue Report\* states that "a building casts about the same amount of shadow whether its floor space is stacked to a great height or laid out horizontally at one story. The important point is the pattern of shadow which a building creates. Buildings of a relatively small height -- in the neighborhood of eight stories -- will completely shade an east-west street during most of the day if they are built up to lot lines along the entire block. Much higher point towers which do not completely cover their sites will create only strips of shade across the street, and these move constantly throughout the day. Significantly, the spacing between buildings required to provide sunlight on the ground also tends to provide more light for the windows above".

With regards to increased wind velocity, the SPUR High Rise Study states that while wind velocity at a building's base tends to increase with the building's height, "the location and size of surrounding buildings are equally important". Besides building height, wind velocity is affected by a number of factors including height, shape, bulk, orientation, surface treatment, and the size, shape, and distance of surrounding buildings. Simply limiting a building's height will not ensure that wind velocities will be minimized.

\* McCue, Boone, Tomsick, Tall Buildings and San Francisco: The Relationships Between Building Height and Traffic, Economic Vitality, and Environmental Quality, Sponsored by the San Francisco Chamber of Commerce, July 1971.

The 101 California Draft EIR states that in designing urban structures, there is a "lack of information on wind effects brought on by the presence of these structures, such as discomfort for pedestrians and wind-caused mechanical problems with doors, windows, and ventilating systems. Once a structure is built, remedial measures (if they exist at all) are usually very expensive. ....Fortunately, it is possible to predict the wind patterns and pressures around structures by testing scale models in a wind tunnel that can simulate natural winds near the ground. This allows the designer to foresee possible environmental and mechanical problems and alleviate them before the building is erected".

While wind tunnel tests are included as part of the environmental review process, there should be a requirement that buildings be designed to minimize their effect on wind velocity.

As more high rise buildings have been constructed there has been increasing concern over the changes occurring to the pedestrian environment downtown. The lack of visual interest, including retail space, windows, and landscaping, and the treatment at the lower floors to provide a sense of human scale, all contribute to the feeling that high rise buildings have created an uninviting downtown. Guidelines should be established to encourage improvements in the design treatment of the lower floors.

#### D. Financial and Capacity Strain on Public Services



High rise buildings do not require many of the public services used by residential areas. In fact, "the bulk of San Francisco expenditures are in no way directly related to non-residential property".\* The major public services that are related to highrise buildings include police and fire protection, sewerage, water, and public transit.

The SPUR Highrise Study concluded that, with the exception of transit, highrise office buildings pay more in taxes than it costs to provide them with public services. Both the low and high growth scenarios, under two different height limits, produced a "surplus of revenues over costs, both in absolute terms (the total number of dollars) and in relative terms (dollar per employee)".

A memorandum on Managing Growth in San Francisco, addressed to the SPUR Board of Directors and dated September 11, 1979, states that, "The best available information on the public cost of new development is the 1974 SPUR study. That study concluded that new office development pays more in taxes than the cost of required services. Even if Proposition 13 had been in place in 1974, that study's conclusion would still have been valid. No new study contradicts these findings. New office structures tend to have private security systems and are required to have extensive built-in fire protection systems. Despite recent large increases in the office inventory, there has been no increase in city-provided police or fire protection service. The San Francisco sewage system is designed for wet weather and thus

has substantial excess capacity for accommodating growth. Office workers have relatively few children and therefore, on an average, pay more in taxes to schools than they receive in services." This finding is supported by review of environmental impact reports which generally state that there has been no significant increase in the demand for public services.

#### PROBLEMS FACED BY DOWNTOWN BUSINESS

When locating, expanding, or building downtown, businesses are faced with a number of costs which are often ignored or overlooked by those concerned solely with the physical environment. These costs include, (1) economic factors, such as land prices, rent, and construction costs, and (2) governmental regulations which add to development costs, such as delays involved in the controversy about demolishing an older structure, the length of time to process building permits and complete the environmental review process, confusion over code requirements and interpretations, and the uncertainty involved during changes in code requirements.

Downtown businesses also are concerned about the ability to attract and maintain a good labor supply which is affected by a number of factors, including the housing supply, convenient transportation, and the quality of the working environment downtown. Increased congestion during commute hours reduces movement into and out of the downtown area, increasing the time and cost to employees. Poor circulation within the downtown area also affects deliveries and discourages shoppers. Building rents and the ability to attract tenants are affected by the obstruction of

\* Gruen, Gruen & Associates Four Working Papers on the Economic, Social and Fiscal Effects of High Rise Buildings in San Francisco August 1971.





views, while the lack of amenities and dark, windy streets detract from the quality of the downtown working environment.

Therefore, it is in the interest of the Downtown Business Community to address the perceived problems associated with high rise office development and to support improvements to the planning process.



SECTION 2: ANALYSIS OF ALTERNATIVE DEVELOPMENT REGULATIONS





## ARE WE MEETING OUR OBJECTIVES AND POLICIES?

Reaching a consensus on public objectives and policies is difficult at best, especially in a city as diverse as San Francisco. However, objectives and policies have been established in the City's Comprehensive Plan - including objectives for both its physical and economic development. The Urban Design Element adopted by the City Planning Commission in August 1971, contains objectives and policies concerning the city's physical growth and change, while the Commerce and Industry Element, adopted in June 1978, deals with economic development.

Economic development policies address the need to expand employment opportunities and to "maintain and improve San Francisco's position as a prime location for financial, administrative, corporate, and professional activity". The growth of downtown office employment should be encouraged "so long as the undesirable consequences of such growth can be avoided". Various economic development policies specifically address the need to :

- Maintain a compact downtown core so as to minimize displacement of other viable uses.
- Provide adequate amenities for those who live, work, and use downtown.
- Control traffic and congestion in the downtown area.
- Assure that downtown development is compatible with the design and character of San Francisco.

The Urban Design Plan addresses the physical aspects of downtown growth including the scale of new development, its location, siting, and orientation. Generally, stated:

- New buildings should be related to their surrounding environment in terms of their height and bulk.
- The siting and massing of buildings should not eliminate views and should be oriented in regards to sunlight and wind.
- The accumulation of parcels for large scale development should be minimized in a small, compact area such as downtown San Francisco.
- There should be a gradual stepping of building height toward the shoreline and the edges of downtown.

These principles have received broad support locally, as well as national recognition, and have provided the conceptual framework for guiding the physical growth of downtown San Francisco during the past seven years.

Although objectives and policies concerning San Francisco's physical and economic development have been established, the debate still continues over the amount of growth that can reasonably be accommodated downtown. Some people question whether San Francisco can afford to accommodate more high rise buildings and would like to limit the amount of future development downtown. Those concerned about the "uncontrolled spread of high rise buildings" focus on the problems associated with more development, while the proponents of economic growth focus on the need for employment expansion arguing that downtown office growth is the major factor in expanding local employment opportunities, and present regulations adequately control high rise development. A third perspective tries to balance the need for economic growth and quality of life objectives. This enlightened viewpoint recognizes the need for job



expansion and also acknowledges that there are various problems associated with growth which need to be addressed.

In conclusion, it appears there is a need for better management of downtown development and a need to address the problems associated with growth. Certain segments of the community believe the present controls over downtown's physical growth are not meeting our objectives. As a result, anti-high rise sentiment has led to an initiative which would limit the height and floor area of future development. In many ways, the initiative would be less effective in meeting the city's physical and economic development objectives than the present development controls. However, neither the present controls nor the initiative adequately address the problems associated with downtown development. The question is how to best accommodate employment expansion in a manner consistent with established city objectives.

#### EFFECTIVENESS OF EXISTING LAND USE CONTROLS

The present system for controlling downtown development consists of regulations over land use, height, bulk, and the intensity of development obtainable on a given site (see pages 13-15). With the exception of the height and bulk controls which were adopted in 1972, the present system for managing downtown development was adopted in 1968, and only expected to serve throughout the 1970's before being revised. It now appears the time has come to re-evaluate the present controls.

The height and bulk districts that have been adopted generally meet the established urban design objectives of gradually stepping building heights toward the shoreline and the edges of downtown. In terms of new buildings relating to their surroundings, present height limits in parts of the

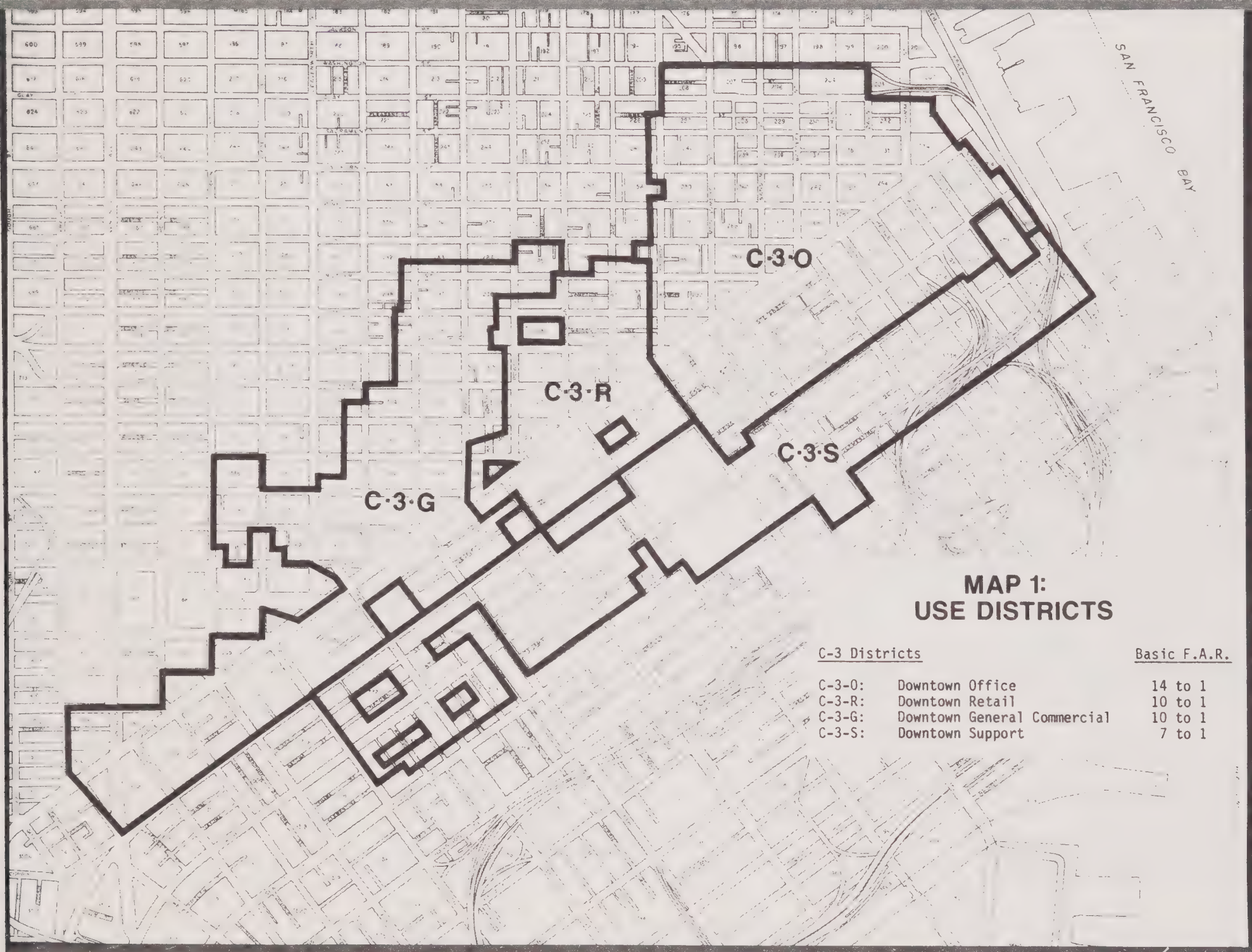
downtown may be too excessive and should be appropriately modified. However, if a compact downtown is to be maintained, it is important to have adequate height limits in order to accommodate the projected growth vertically.

Existing bulk controls intended to limit the maximum building length and maximum diagonal dimension on the upper floors of buildings are only effective on large sites. The siting and massing of buildings on small and medium sized sites leads to an intensity of development which is considered undesirable. Additional controls are needed to maintain sufficient spacing between building towers to afford limited views and permit sunlight to reach the streets and other buildings.

Much of the concern over the present zoning regulations centers around the intensity of development and the bonus system which allows for increased building size in exchange for certain "public amenities". The basic permitted floor area ratio (F.A.R.), when combined with development bonuses could theoretically be increased 100 percent for some sites if all bonuses are utilized. This has led to excessive densities on some sites blocking views and reducing available sunlight and air. Excessive building bulk also can be psychologically oppressive and damaging to the character and pattern of downtown development. To avoid excessive density and out-of-scale buildings, a maximum floor area ratio should be established. The present zoning regulations have no maximum F.A.R., except what could be obtained through the use of bonuses. Most of the buildings constructed since 1945 have an F.A.R. of 18:1 or less. Only a small percentage (13%) have floor area ratio's that are greater.

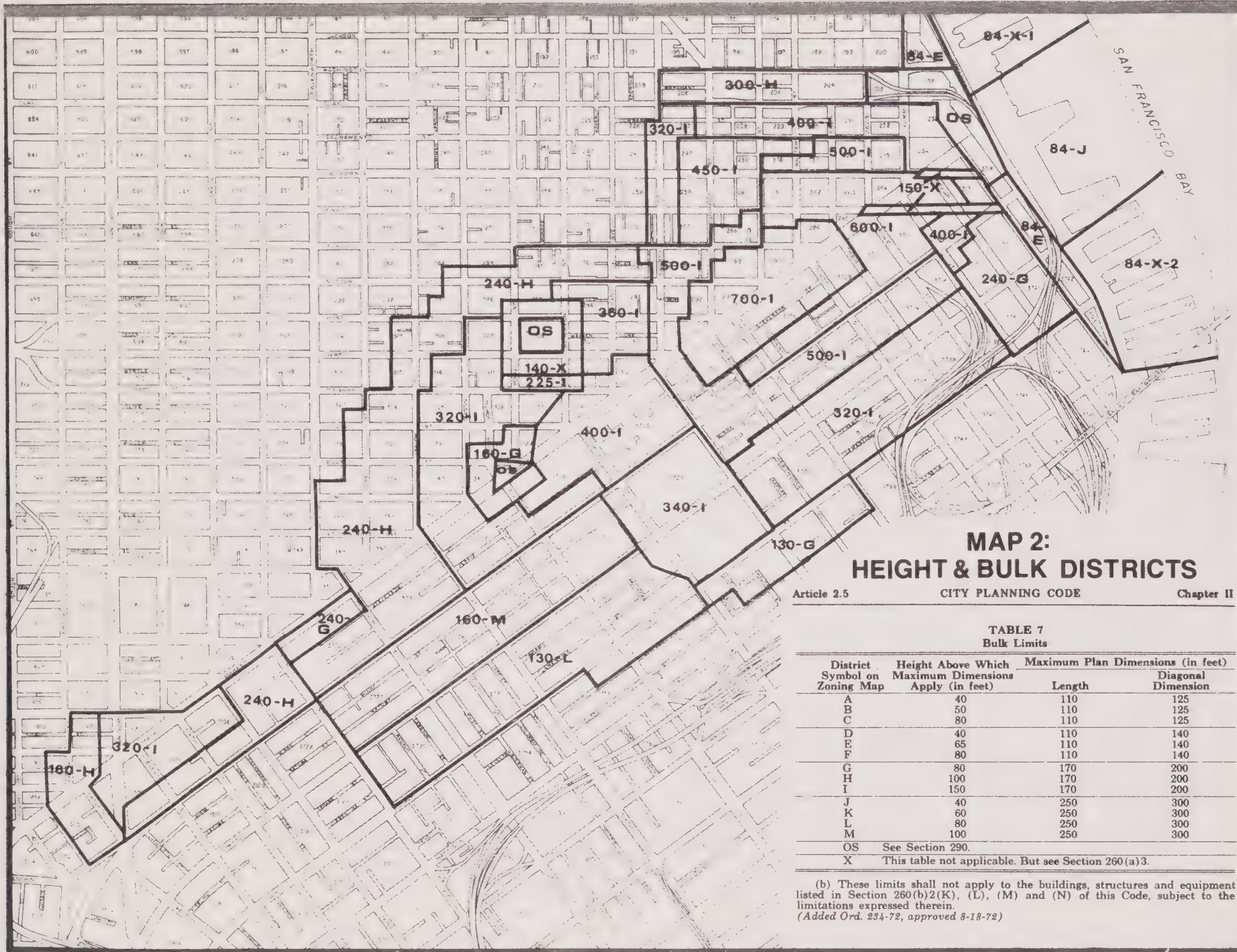












## MAP 2: HEIGHT & BULK DISTRICTS

Article 2.5

CITY PLANNING CODE

Chapter II

TABLE 7  
Bulk Limits

District Symbol on Zoning Map	Height Above Which Maximum Dimensions Apply (in feet)	Maximum Plan Dimensions (in feet)	
		Length	Diagonal Dimension
A	40	110	125
B	50	110	125
C	80	110	125
D	40	110	140
E	65	110	140
F	80	110	140
G	80	170	200
H	100	170	200
I	150	170	200
J	40	250	300
K	60	250	300
L	80	250	300
M	100	250	300
OS	See Section 290.		
X	This table not applicable. But see Section 260(a)3.		

(b) These limits shall not apply to the buildings, structures and equipment listed in Section 260(b)2(K), (L), (M) and (N) of this Code, subject to the limitations expressed therein.  
(Added Ord. 234-72, approved 8-18-72)



TABLE 2-1: PRESENT DEVELOPMENT BONUSES

Quantity of Bonus Floor Area  
For Each Building Feature Provided

BUILDING FEATURE	UNIT OF FEATURE UPON WHICH BONUS IS BASED	SQUARE FEET OF BONUS FLOOR AREA PER UNIT OF FEATURE				MAXIMUM FOR THIS BONUS (PER CENT OF BASIC ALLOW- ABLE GROSS FLOOR AREA)
		C-3-O	C-3-R	C-3-G	C-3-S	
1. Rapid Transit Access ) Larger of these two bonuses applies	Provision of direct access to station mezzanine	20% of basic allowable gross floor area (1/3 less if station is for city transit only)				20
2. Rapid Transit Proximity )	Each linear foot by which walking distance to station mezzanine is less than 750 feet	50	40	40	40	10
		(1/3 less if station is for city transit only)				
3. Parking Access	Each automobile parking space to which direct access is provided	100	100	100	100	5
4. Multiple Building Entrances	Each major entrance to the building after the first such entrance	10,000	10,000	7,000	5,000	5 (or one entrance, whichever is greater)
5. Sidewalk Widening	Each creditable square foot of sidewalk widening area	7	7	6	4	15
6. Shortening Walking Distance	Each linear foot by which walking distance between streets or alleys is shortened	40	40	40	30	10
7. Plaza	Each creditable square foot of plaza area	10	8	8	6	15
8. Side Setback )	Each creditable square foot of side setback area	6	8	6	3	15
9. Low Coverage at Upper Floors ) Larger of these two bonuses applies	Reduction of both building dimensions by 20% or more of the lot dimensions	5% of basic allowable gross floor area for the first 20% reduction of building dimensions; 1% for each 3% reduction thereafter				15
10. Observation Deck	Provision of observation deck or similar high-level public space	10,000	10,000	10,000	10,000	Not Applicable





In determining a maximum F.A.R., it is important to relate the overall intensity of development to the capacity of the transportation and utility systems. Existing data indicates that the utility systems have sufficient capacity to accommodate the projected growth with an 18:1 overall floor area ratio. The present transportation system has the capacity to accommodate an increase in demand if it is used more efficiently.

Under the present zoning, development bonuses are given for certain features, such as multiple building entrances, sidewalk widening, and building setbacks, when they should be required for reasons of public health, safety and welfare. Other bonuses are given for building features even when there is some question about their public benefit. Floor area bonuses also are allowed for public amenities which are not really usable by the public and additional standards are needed to determine when a bonus should be given.

The present Planning Code offers no real encouragement for preservation. Landmark quality buildings are constantly threatened by demolition. Heritage states that, "the vulnerability of landmark buildings is principally a function of their size and the relatively generous zoning which exists....The more generous the density allowances, the more economic incentive there is to demolish an older building in order to construct a larger, more profitable new one".\* Since the present system can only delay demolition, there also is a need for a mechanism which can preserve landmark buildings by limiting the development potential of the landmark site to the present floor area of the building.

\* The Foundation for San Francisco's Architectural Heritage, Special Report on Downtown Growth and Preservation: An Analysis of the High Rise Initiative

In addition to the actual zoning regulations, there is a need to improve the procedural aspects of the planning review process. The delays and uncertainties about what will be required increase the cost of development, often without any real improvements in building design. A mandatory design review process with guidelines should be established to eliminate the present uncertainties and allow for some flexibility in addressing the unique conditions of each development site.

#### RAMIFICATIONS OF HIGH RISE INITIATIVE

The high rise initiative that has been qualified for the November 1979 ballot, if passed, would replace the present downtown development regulations with a more restrictive set of controls (see Table 2-2) that can only be amended by a vote of the electorate. Although the initiative severely restricts both the height and floor area ratio, the projected office growth can still be physically accommodated in the downtown C-3 districts. Other factors, however, such as land costs and the ability to assemble parcels may constrain development.

The SPUR High Rise Study also reached a similar conclusion regarding a lower height limit than the present initiative allows. "Given the space available for office development in the CBD study area, a 160-foot height limit will not constrain the supply of office space below foreseeable demand at any time during the study period to 1990".

For purposes of comparison, the 1966 Downtown Zoning Study estimated that, "if the entire district (C-3-0) were developed uniformly at a floor area ratio of 16:1, this would amount to a total of 82,448,000 square feet of office space



TABLE 2-2: Development Regulations Under High Rise Initiative

USE

<u>DISTRICT</u>	<u>MAXIMUM HEIGHT</u>	<u>BASIC F.A.R.</u>	<u>MAXIMUM F.A.R. (with bonuses)</u>
C-3-0	260 feet	8 to 1	14 to 1
C-3-R	150 feet	7 to 1	10 to 1
C-3-G	130 feet	5 to 1	8 to 1
C-3-S	130 feet	5 to 1	8 to 1

Development Bonuses

Landmark	If a city designated Landmark or a building listed in the National Register of Historic Places is located on or within 500 feet of the site of a proposed new building or development, and is preserved in perpetuity by the owner of said new building or development, then a bonus equal to 50,000 square feet or the floor area of the Landmark or Registered Building, whichever is greater, will be permitted, to a maximum of 100,000 square feet.
Housing	When a new housing is constructed on or within 500 feet of the site of a proposed new building or development by the owner of said building or development, then a bonus equal to the floor area of the additional housing created will be permitted, provided that said bonus shall be reduced by the amount equal to the total floor area of any existing housing demolished as part of, or in anticipation of, said building or development or new housing.

Additional Bonuses may be Adopted by the City Planning Commission for:

- a. encouragement of public transit usage
- b. energy conservation beyond that mandated by law
- c. improvement of pedestrian environment
- d. development of new housing in San Francisco

No development bonuses adopted by the City Planning Commission shall be permitted in connection with a building or development project if a designated city landmark or National Register building is demolished as part of or in anticipation of said project or development.





capable of holding over 400,000 employees". The 1978 Yerba Buena Center EIR states that, "according to estimates by the Department of City Planning, the financial and administrative district (C-3-0 zoning district) has a theoretical capacity to accommodate 30+ million square feet of new office space, in addition to the 6+ million square feet available in Yerba Buena Center" (Appendix D, pages 34-35). Based on the initiative's basic F.A.R. of 8:1, only 15 million square feet or half of the present remaining capacity could be built. If bonuses are used, the theoretical capacity allowed by the basic floor area ratio could be increased. Also, when the other C-3 districts are included, there is a much greater capacity for office space construction (see Table 2-3).

Currently there is around 55 million square feet of office space downtown. Various office space projections (see Table 2-4) indicate between 10 and 25 million square feet of office space will be added to downtown San Francisco by the year 2000. While some question has been raised about the validity of these projections given the current high rate of office construction, they do provide a basis for comparison. Based on the current rate of construction, between 34 and 44 million square feet of office space might be built downtown by the year 2000.

To accommodate the projected 30-44 million square feet of office space under the initiative, the spatial form of downtown would have to change. New construction would be forced to consume more land area in order to obtain the same number of square feet obtainable under a higher height limit and more liberal floor area ratio. Limitations on the F.A.R. forces a developer to accumulate lots in order to construct a building with the same amount of square feet as a small site with a higher floor

area ratio. As a result large, bulky structures would be built, spreading out the present compact downtown area. Approximately 86-126 acres would be required to accommodate the projected growth under the initiative versus 49-72 acres under the present zoning. This means that office employment will be forced to compete with industrial jobs for space South of Market, or housing, retail and other commercial land uses in the C-3-G and C-3-R districts north of Market, unless prohibited from those zoning districts.

Rather than consume expensive city land, some firms may choose to locate elsewhere outside the city. Staff level functions would be the most likely to relocate while upper level management remains. Routine data processing and other clerical work can fairly easily be shifted out of expensive downtown office space, leaving the top management behind.

By setting a single height for each C-3 district, the initiative also will eliminate the variation and tapering effect produced by the current height and bulk districts. More views will be blocked because buildings would be of a similar height and closely spaced. Historic and architecturally significant buildings are in greater danger of being demolished, because more land is required to accommodate the projected office space needs. The initiative controls in no way address the physical design problems that are of concern (i.e. obstruction of views, reduced sunlight on streets, lack of open space, improved building design). In fact, the initiative may exacerbate these problems. Finally, the initiative does not address the problems of "uncontrolled growth" since the projected growth could be accommodated under the initiative's controls. Therefore, traffic and transit congestion would continue to increase.



TABLE 2-3:

## ESTIMATED SPACE CAPACITY BASED ON INTENSITY OF DEVELOPMENT

<u>USE DISTRICT</u>	<u>TOTAL ACREAGE</u>	<u>BASIC F.A.R. NUMBER SQ.FT.</u>		<u>MAXIMUM F.A.R. NUMBER SQ.FT.</u>	
C-3-0	130.71	8:1	45,550,000	14:1	79,712,000
C-3-R	46.44	7:1	14,160,000	10:1	20,229,000
C-3-G	147.88	5:1	32,208,000	8:1	51,533,000
C-3-S	143.97	5:1	31,357,000	8:1	50,171,000
	469.00		123,275,000		201,645,000

Source:

TABLE 2-4:

## DOWNTOWN OFFICE SPACE PROJECTIONS

	<u>PROJECTION PERIOD</u>	<u>LOW</u>	<u>HIGH</u>
SPUR High Rise Study	1974-1990	60 million sq.ft.	80 million sq.ft.
Department of City Planning	1970-2000	53 million sq.ft.	64 million sq.ft.
Arthur D. Little	1973-2000	66 million sq.ft.	76 million sq.ft.
Current Growth Rates (1.6 - 2.0 million sq.ft./year)		89 million sq.ft.	100 million sq.ft.



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SECTION 3: RECOMMENDED GROWTH MANAGEMENT PROGRAM





## RECOMMENDATIONS FOR MANAGING DOWNTOWN DEVELOPMENT

As the scale and density of development increases, greater attention must be given to minimizing the adverse impacts of particular projects and the cumulative effect of these projects on the downtown environment. Correspondingly, the planning process must be flexible enough to address individual situations without unduly restricting development or significantly increasing the time and bureaucratic red tape required to obtain approval. Neither the existing planning code regulations nor the current high rise initiative satisfactorily address these concerns. The following recommendations are meant to suggest actions needed to address the problems associated with downtown growth and development.

### Development Standards

The regulatory techniques available for managing downtown development include controls over height, floor area, bulk, and setbacks. So as not to limit design flexibility, the recommended development standards simply define the parameters of the basic building envelope and establish a maximum limit on the intensity of development. The design concept is to reduce the bulk of buildings as they increase in height, and to provide for side setbacks as the building lot increases in width. Limitations also are placed on the maximum height of buildings. The purpose is to avoid buildings that are out-of-scale with their surroundings by encouraging the development of tall, slim buildings which provide views, sunlight, and air. Suggested changes in existing development standards include lower building heights, limits on the intensity of development, and required side setbacks at upper floors of building towers.

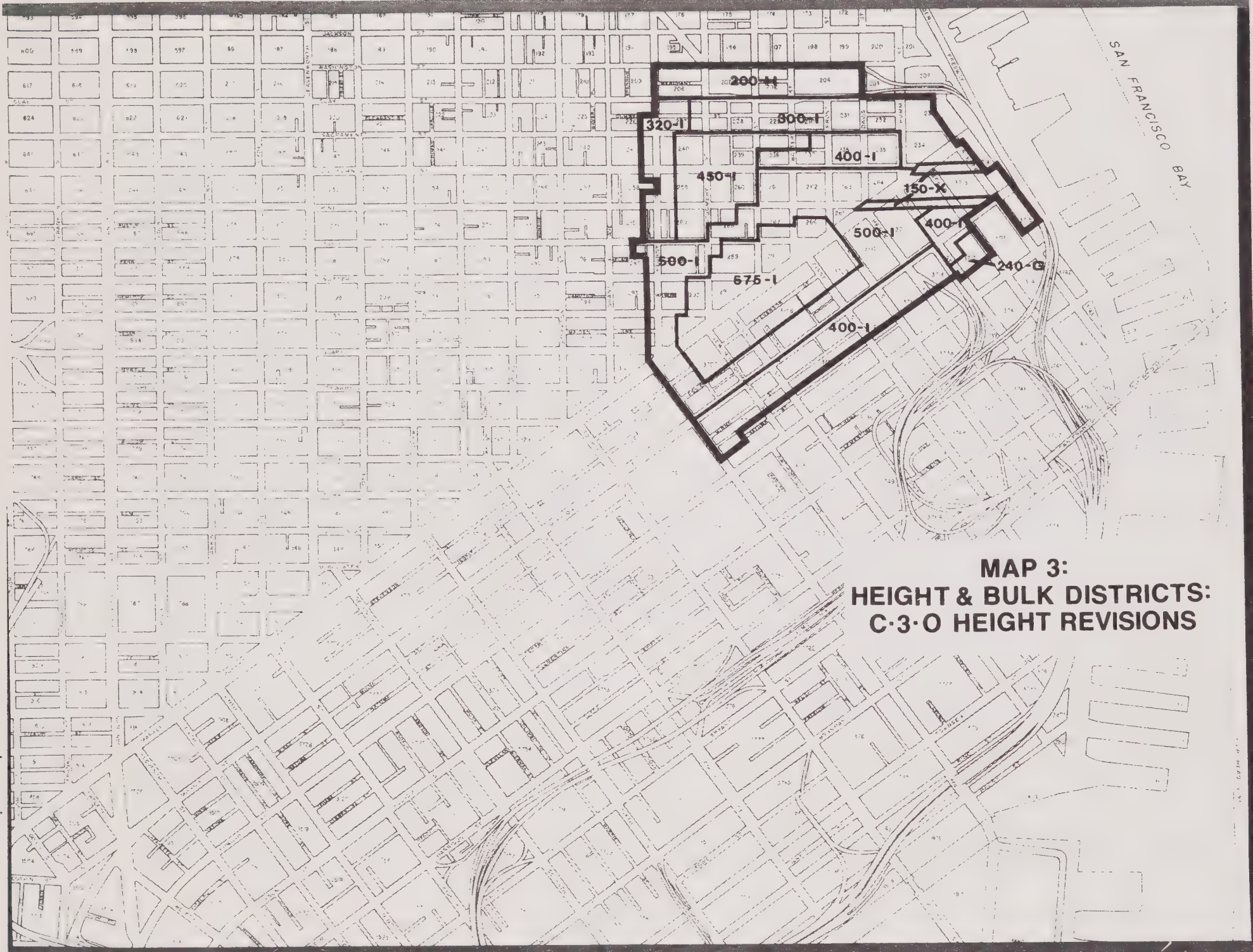
### A. Building Height

Properly designed and located high rise buildings can enhance the appearance, identity and functional efficiency of the downtown. In fact, greater height may be more desirable if it makes possible the provision of open space at ground level, allows for the penetration of light and air to the streets, and creates better views for building occupants while maintaining important view corridors from the street and other buildings.

The maximum height limit should be based on efficient building design with the tallest buildings clustered around the point of greatest access and gradually tapered toward the edges of downtown and the Bay. To be visually effective the tapering of height limits should be in increments of 100 feet with the height district boundaries drawn so that new buildings would not be of excessive height in relation to their surroundings.

Given these parameters, it is recommended that the existing height limits be changed as shown on map 3. The 700-foot height district is excessive considering the location and height of existing buildings in that district. The maximum height should be around 575 feet. This height is sufficient for a 40-42 story building and allows for the possibility of some setbacks and sculpturing of the upper floors of building towers. Height limits around lower Market Street and Jackson Square also need to be modified to provide for a transition between height districts and to produce the desired tapering effect between height districts.









## B. Intensity of Development

The intensity of development is regulated by the ratio of building floor area to lot area. As coverage of the site is decreased, building height may be increased. On the other hand, total building size increases in proportion to the size of the site. To discourage the assemblage of large sites and encourage the construction of tall, slim buildings, an adequate floor area ratio and height limit are necessary. An excessive floor area ratio however, provides an incentive to demolish older buildings and replace them with much larger structures. The floor area ratio should be established based on the capacity of the transportation and utility systems, and the type of land uses permitted in the district.

The basic floor area ratio should be set to encourage the use of development bonuses which provide increased floor area in exchange for improved building design and other public benefits. However, the basic floor area ratio should not unduly penalize those property owners with small inside lots or lots that could not take advantage of any development bonuses even if they so desired.

To avoid excessive density and out-of-scale buildings, a maximum floor area ratio, obtainable with bonuses should be established. Since development bonuses are intended to encourage the provision of certain desirable public benefits and are not a means for doubling the size of a building, they should not increase the basic floor area ratio by more than 50 percent.

Given these objectives the present floor area ratios should be revised as follows:

<u>Zoning District</u>	<u>Basic F.A.R.</u>	<u>Maximum F.A.R.</u>
C-3-0	12	18
C-3-R	8	12
C-3-G	8	12
C-3-S	7	10.5

## C. Building Bulk

The major problem with downtown development is building bulk. Allowing tall buildings of a similar height to be closely grouped leads to an intensity of development which is considered undesirable by many people. While present bulk regulations effectively control large scale projects by limiting the maximum length and diagonal dimension of a building over a certain height, the present bulk controls are ineffective on small and medium sites and there are no requirements that adequate spacing be maintained between building towers to provide views and ensure adequate sunlight and air. In addition, there is no incentive to reduce the bulk of upper floors as a building increases in height. The present regulations give a bonus for the same reduction regardless of the building's height. These problems, however, are best addressed by required building setbacks and bonuses for reduced coverage as the building increases in height.

## D. Side Setbacks At Upper Floors

To address the problem of excessive building bulk on small and medium sites and to provide



sufficient spacing between building towers in order to protect views and ensure adequate sunlight and air, building setbacks should be required above 150 feet in height. The amount of side setback should be based on lot width. Guidelines should be developed regarding the placement and arrangement of required side setbacks. Side setbacks above 150 feet should be required as follows:

<u>Lot Width</u> If either lot dimension, length or width is less than 75 feet	<u>Minimum Side Setback Required</u> no side setback required
75-100 feet	one setback of 15 feet increasing in direct proportion to the width of the lot up to a maximum of 25 feet, but in no case should the building width be required to be less than 75 feet.
greater than 100 feet	one setback of 25 feet plus an additional foot for each 2.5 feet of lot width greater than 100 feet.

#### Development Bonuses

We recommend eliminating the present formula of prescribing maximum bonuses as a percentage of the basic allowable floor area, in favor of an absolute

number of square feet because the percentage formula places a premium on large parcels. In addition, some of the present bonuses should be eliminated or revised, while others should be required for reasons of public health, safety, and general welfare. Three new bonuses also have been established. The purpose of the proposed bonuses is to improve building design, encourage certain public amenities, and to meet various public objectives.

The following bonuses are recommended:

	<u>Maximum square feet</u>
A. Low Coverage at Upper Floors	100,000
To encourage the construction of tall, slim buildings, a bonus is provided if the building is reduced in bulk as it increases in height. To obtain the maximum number of square feet allowed for this bonus, the building dimensions (either length and/or width) must be reduced a combined total of 2.5 feet for each 70 feet of building height (or some equivalent square footage) beyond any side setback or bulk limit requirements. A new building should be eligible for a proportionate percentage of the bonus based on the degree to which the building tower is reduced in bulk. The reduction should start at a height of 60 feet unless the street width is less than 60 feet. Then, the height at which the reduction starts would be lowered	



one foot for each foot of street width less than 60 feet, but not below a minimum height of 40 feet. Similarly, if the street width is wider than 60 feet, the point at which the reduction starts should be increased up to 80 feet. Guidelines should be developed describing how the building tower is to be reduced in length and width. (Revised)

B. Plazas 100,000

The design and location of new building plazas must not weaken existing plazas, interrupt building facade lines where they should be preserved, or disrupt retail continuity that is essential to the maintenance of healthy retail frontage. For each square foot of plaza a bonus of 10 square feet of floor area should be given up to the maximum number of square feet allowed for plazas. Guidelines for plazas should be established addressing their size, location, and relationship to other plazas, buildings, sidewalk widenings, and public open spaces. In addition, plazas must meet the following standards; otherwise, the amount of floor area bonus granted will be modified accordingly. (Revised)

PERCENTAGE OF BONUS GIVEN FOR:

Orientation: Must be in 75 percent sunlight from 11 a.m. to 2 p.m. May 1 to October 30. 20%

Wind: The plaza should not be subject to wind velocities exceeding 50 mph more than 0.01 percent of the time or 35 mph more than 0.1 percent of the time. 20%

Landscaping: At least 20 percent of the plaza's surface must be landscaped with plant materials. Up to two-thirds of the surface of the creditable plaza area may be occupied by planting, sculpture, pools, fountains, and similar features. The balance shall be suitable for walking, sitting and similar pursuits. 20%

Pedestrian Access: Must provide for the disabled; paths must be at least 5 feet wide, with a minimum entrance width of 10 feet. 20%

Public Seating: Benches or equivalent public seating must be provided. The amount of seating required should be based on the size of the plaza. The seating capacity (or number of seats required) should be equal to one seat for each four feet of the plazas perimeter. 20%

C. Preservation of Landmark Building 100,000

In addition to permitting an increase in floor area through the transfer of unused development rights from designated historic or architecturally significant buildings, an additional floor area bonus should be granted for the preservation of designated "A" buildings. (New)





D. Transit Proximity

25,000

To ensure that the greatest employment density is accessible to public transit, a bonus should be given for any lot within a 750-foot walking distance of a BART or MUNI Metro station, the Transbay Terminal, or other designated transit facilities. The amount of bonus should be equal to 50 square feet of floor area for each foot that the distance to the station entrance is less than 750 feet. (Revised)

E. Shortened Walking Distance

25,000

To improve pedestrian circulation, 40 square feet of floor area should be given for each linear foot by which the walking distance between streets or alleys is shortened. Such a walkway may be either within or outside a building, shall be readily identifiable from the public sidewalk, and shall have a minimum width of 10 feet plus 2 feet for each side which has shops, lobbies, elevator entrances or similar features along it. Where a walkway passes through two or more lots, the bonus shall be prorated in proportion to the length of walkway on each lot. (No Change)

F. Provision of Housing

100,000

A housing bonus is established to help stimulate the construction of new housing that would not be built under normal market conditions in

order to help meet the housing needs of those who will be working downtown as a result of new office buildings being constructed. The amount of bonus should be equal to the net increase in floor area provided by the new housing on a one-to-one basis. Market rate housing must be located in the downtown C-3 districts, while low and moderate income housing may be built anywhere in the city. If low or moderate income housing is provided in a C-3 district, the floor area bonus should be granted on a two-to-one basis. (New)

G. Energy Conservation

25,000

A bonus should be given for buildings that are designed to conserve energy beyond what is required by code standards prevailing at the time. The amount of the bonus should be based on the percentage of energy conserved. A floor area bonus of 5,000 square feet should be given for each 15 percent reduction in energy demand allowed under state energy conservation standards. (New)

Urban Design Considerations

A. Siting and Orientation

The siting and orientation of new buildings should be included as part of a mandatory design review procedure that would be conducted prior to the submittal of final



design plans. The factors to be taken into consideration should include (1) sunlight and shadows, (2) wind velocity, (3) views and view corridors, (4) plazas, (5) street and sidewalk widths, (6) nearby buildings, and (7) other pertinent design factors.

## B. Improvements to Pedestrian Environment

1. Limitations on Blank Walls at street level should be required in order to avoid a monotonous and sterile pedestrian environment. The first story building wall facing a street should be devoted to building entrances, display windows, landscaping, or windows affording views into retail, office, or lobby space. Blank walls should be limited to no more than 40 percent of the building frontage and should not extend continuously for more than 25 feet.
2. Sidewalk widening should be required based on existing sidewalk widths and the size of the new building in order to accommodate the pedestrian traffic associated with the building. The sidewalk widening may consist of an arcade, cantilever, building setback or plaza open to the general public at all times, and shall run the full length of the lot along the street or alley which the building fronts. Unobstructed sidewalks should be required as follows:

<u>Building Size</u> <u>Square Feet</u>	<u>Minimum</u> <u>Sidewalk</u> <u>Width</u>
400,000 or less	10 feet
400,000 - 800,000	15 feet
800,000 - plus	20 feet

3. Improved Building Access should be encouraged so as to prevent congestion along the sidewalk in front of a building. Design improvements might include the location of building elevators, multiple building entrances, building entrance setbacks, or widened sidewalks. Guidelines should be developed to assist in the review.
4. Special design treatment should be encouraged at the lower floors of high rise buildings in order to provide a sense of pedestrian scale, definition of street space, and visual interest. Guidelines should be developed to assist in the review.
5. Retail space at street level should be encouraged at appropriate locations to provide visual interest and retail continuity, and to meet the needs of downtown employees and residents.
6. Views and View Corridors: Guidelines should be established to protect views from buildings and streets. Views should be considered as part of the mandatory design review procedure and protected by building setbacks and lower coverage of upper floors.

## PRESERVATION OF LANDMARK BUILDINGS

Continued growth downtown will eventually lead to the irreplaceable loss of all or most of the remaining landmark quality buildings, unless a mechanism is found to limit the development potential of a landmark site to that of the present building's gross floor area. To encourage the preservation of historic and architecturally





significant buildings, the present zoning regulations need to be revised and a development rights transfer program established. Allowing the transfer of development rights effectively preserves a landmark quality building by eliminating the economic incentive to demolish the older building and replace it with a larger structure. Permitting the unused development rights to be transferred to another site, both protects the landmark building and compensates its owner without any cost to the city.

The unused development rights that are transferrable consist of the difference between the gross floor area permitted by the basic floor area ratio for that site and the gross floor area of the existing building. The entire amount should be transferrable on a two-to-one basis. A developer also should be allowed to transfer the unused development rights from as many designated historic and architecturally significant buildings that would be permitted by the maximum F.A.R. for the new development site. This would neither increase the overall basic F.A.R. for the district nor allow the maximum F.A.R. for a specific site to be exceeded. The new building would still have to conform to the height, bulk, building setbacks, and maximum F.A.R. for the particular site. In the process designated landmark quality buildings are preserved. If any of the transferrable floor area remains, the developer should be allowed to bank or sell the remaining amount.

A development rights transfer district should be established for the downtown C-3 Use Districts. This permits historic and architecturally significant buildings to be preserved in the same district in which new development is occurring. The unused development rights would be based on the basic F.A.R. of the C-3 Use Districts (C-3-0, C-3-R, C-3-G, C-3-S) in which the landmark building is located.

Unused development rights should be transferable between districts but only up to the maximum F.A.R. permitted for the district in which the development rights are transferred.

An official list of historic and architecturally significant structures should be established. Owners of landmark buildings would be eligible to transfer development rights only after formal designation of their buildings. Developers then could negotiate with the owners of designated landmark buildings for the unused development rights. The list of eligible structures should include the A and B rated buildings from the soon to be published architectural and historical survey of downtown buildings conducted for the Foundation for San Francisco's Architectural Heritage. (see appendix). Designated city landmarks also should be included and classified de facto as A buildings. This procedure would allow additional structures to be added at a later date. Adoption of an official list also would inform developers regarding buildings the city hopes to preserve.

Upon the sale of an eligible building's unused development rights, the owner should be required to place a restriction in the deed limiting the development rights to the existing gross floor area of the landmark building. The restriction on the deed would run with the land, limiting development on the property in perpetuity. The restriction should be recorded and copies provided for official city records.

#### MANDATORY DESIGN REVIEW

To minimize delays and uncertainties, a mandatory design review procedure with guidelines should be substituted for the arbitrary application of discretionary review powers. All new development in the C-3 districts should be reviewed in



accordance with the design guidelines prior to the submittal of final design plans. The environmental review process should be conducted concurrently so that appropriate changes can be incorporated in the final design. A time limit of 120 days should be required for the completion of both the design review and environmental review process. Upon completion of both the design review and environmental review, the Planning Commission would give preliminary approval of the proposed project with appropriate changes. Final design plans could be submitted at any time up to one year. Final approval would be granted providing the final plans were consistent with the required development standards and design review changes. A time limit of 2-3 weeks should be placed on the approval of final plans with plan checking by the Planning and Building Departments done concurrently.

The design review process should be limited to the siting, orientation and facade treatment of new buildings as they affect the design of the pedestrian environment, views and view corridors, sunlight, wind velocity, design and location of plazas, building setbacks and the granting of development bonuses. Guidelines should be prepared to inform developers, architects, and the general public of what is required. In addition, the guidelines, stated as precisely as possible, would provide substantive standards to evaluate proposed projects. The guidelines should be prepared under separate document, rather than placed in the Planning Code, and should be adopted by the Planning Commission as official policy. The Planning Commission would have authority to require changes consistent with the guidelines with all decisions appealable to the Board of Supervisors. Action by the Planning Commission should be supported by findings of fact obtained from environmental impact reports, staff reports, public testimony, design guidelines, and other official planning documents.

## Transportation Recommendations

Making efficient use of present transportation resources in a cost-efficient manner, during this era of scarce energy resources and scarce fiscal resources, is an appropriate strategy for San Francisco's downtown community. Nationally, this approach is known as Transportation Systems Management (TSM). This report recommends cost-efficient programs for handling downtown transportation problems, including a downtown TSM program and a Transportation Improvement Assessment District to help finance needed transportation improvements.

### Downtown Transportation Systems Management Program:

Develop and implement a complete downtown transportation systems management program for major employers and office buildings through the Chamber of Commerce. Administration of the program will require a manager to establish programs tailored to the needs of individual companies and to coordinate and market the overall program. A Board of Directors, representing both the employers and employees, should be established and policy support and commitment obtained from individual companies located in the downtown.

Components of a transportation systems management (TSM) program include:

- A. Flex-time: Support downtown major employer program to spread work times and spread rush load on transit, utilizing present demonstration project.
- B. Ride Sharing: Support intensive downtown major employer carpool and vanpool programs,





utilizing RIDES and Golden Gate Vanpool. Employees should be encouraged to use car/vanpools by having priority parking space available.

- C. Transit: Encourage the use of public transit by employees and support efficiency improvements.
- D. Parking Management: Explore setting up C-3 zone as special parking district, to encourage car/vanpool parking. Due to existing heavy use of bridges and freeways, long-term single-occupant auto commute trips into downtown San Francisco should be discouraged.
- E. Marketing and Information: Develop and print downtown transit and pooling guide/map, make transit routes and schedules available, focus marketing on new employees and company-by-company basis.

Downtown Transportation Improvement Assessment District:

- A. Investigate the feasibility of an assessment district that would be established by petition to Board of Supervisors by over 50 percent of property owners within key downtown area.
- B. Generate governing board appointed in the following manner:

Chamber of Commerce	3	members
Building Owners and Managers Associations	3	members
Board of Supervisors	2	members
Mayors Office	2	members
SPUR	1	member
	11	members

- C. Staff support should be provided through the Chamber of Commerce.
- D. A list of eligible projects and an assessment formula should be developed annually by the Board. The projects should be designed to improve access to the San Francisco downtown district.
- E. Assessment District funds should be used to leverage Federal, State and regional funds as much as possible.
- F. Only those services not now funded will be eligible. Assessment District funds should not be used to pay for services currently provided.

Transit Guidelines

Recognizing the high cost of additional public transit service, the Downtown Business Community should support only those programs that will provide the most capacity to downtown at the least cost.

- A. San Francisco Municipal Railway:
  - 1. Support the purchase and use of high capacity articulated buses.
  - 2. Support increased MUNI fares at rush-hour.
  - 3. Support increased efficiency through various means, including part-time drivers, transit priority lanes, improved enforcement, improved loading and other measures.
  - 4. Encourage transfer agreements between MUNI and BART, and between MUNI and the Golden Gate ferry system.





B. East Bay:

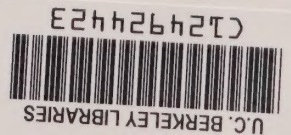
1. Support improvements to BART service.
2. Support expanded transbay bus service.
3. Encourage improved access and feeder service to suburban BART stations.

C. North Bay:

1. Encourage increased use of existing ferry system.
2. Support use of articulated buses.
3. Support improved access to bus and pooling facilities.

D. South Bay:

1. Support continued use of existing transit systems and investigate viable alternative.
2. Support better connection to and from Southern Pacific depot.
3. Support improved access to rail, bus and pooling facilities.



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